

Message Text

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SUBJECT: US-SOVIET CIVIL AVIATION RELATIONS

1. AEROFLOT NORTH AMERICAN REPRESENTATIVE VLADIMIR SAMORUKOV CALLED ON OFFICE OF AVIATION DIRECTOR STYLES, JAN 18, TO DISCUSS US-SOVIET CIVIL AVIATION RELATIONS. SAMORUKOV SAID AEROFLOT AND PAN AM REPRESENTATIVES HAVE OUTLINED AN ARRANGEMENT FOR SHORT TERM FUTURE AND HE WISHED TO HAVE USG COMMENTS. HE SAID PAN AM WANTS TO OPERATE TWO SCHEDULED FLIGHTS WEEKLY AND ABOUT 100 CHARTERS THIS SUMMER; AEROFLOT WOULD LIKE TO CONDUCT FOUR SCHEDULED FLIGHTS WEEKLY AND ABOUT 30 CHARTERS. AS "PART OF THE PACKAGE" AEROFLOT WOULD CONTINUE TO SELL TICKETS FOR PAN AM SERVICES ON NONAGREED ROUTES. IN ADDITION, PERHAPS A DEAL COULD BE MADE REGARDING LOWER FARES FOR DIRECT SERVICES.

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2. STYLES NOTED THAT IDEALLY DISCUSSIONS SHOULD COVER A TWO OR THREE YEAR PERIOD BUT THAT THIS WAS HAMPERED BY PAN AM'S PRESENT INABILITY TO DETERMINE FUTURE AIRCRAFT ALLOCATION NEEDS. HE SUGGESTED THAT AN INTERIM ARRANGEMENT WHICH WOULD AT LEAST COVER THIS SUMMER MIGHT BE QUICKLY MADE AND THAT LONGER-TERM NEGOTIATIONS MIGHT BE HELD IN

LATE SUMMER OR EARLY AUTUMN. CAUTIONING THAT HE WAS UNABLE TO MAKE AN OFFICIAL PROPOSAL WITHOUT CONSULTING OTHER USG

AGENCIES, STYLES SAID THAT THE INTERIM ARRANGEMENT SHOULD CONTAIN FOUR ELEMENTS: (A) SCHEDULED FREQUENCY LEVELS; (B) CHARTER ARRANGEMENTS; (C) TICKET SALES ON NONAGREED SERVICES; AND (D) USE OF WIDE-BODIED AIRCRAFT BY PAN AM. THE USG WOULD INSIST UPON INCLUSION OF THE LAST ELEMENT EVEN IF ONLY AN AGREEMENT IN PRINCIPLE, BUT WE HAVE NOT FORMULATED HOW IT WOULD FIT INTO THE AGREEMENT FOR THIS YEAR. SCHEDULED FREQUENCIES WOULD MERELY REQUIRE AN AMENDMENT IN THE CIVIL AIR TRANSPORT AGREEMENT. THE NOW-EXPIRED ORAL MINUTE ON CHARTERS COULD BE RENEWED AND A MEMORANDUM OF UNDERSTANDING COULD GUARANTEE THE APPROVAL OF DEFINITE CHARTER PROGRAMS BY PAN AM AND OTHER AIRLINES, IF ANY. THE TICKET SALES QUESTIONS COULD BE COVERED IN A BRIEF PARAGRAPH. APPROPRIATE LANGUAGE CONCERNING WIDE-BODIED AIRCRAFT WOULD HAVE TO BE FORMULATED. THE QUESTION OF LOWER DIRECT AIR FARES WOULD MOST APPROPRIATELY BE DISCUSSED BETWEEN THE AIRLINES AND THEN SUBMITTED TO THE CAB FOR CONSIDERATION.

3. SAMORUKOV DID NOT OBJECT TO ANY OF THE ITEMS IN STYLE'S INFORMAL PRESENTATION BUT NOTED THAT THE TWO GOVERNMENTS HAD NOT BEEN ABLE TO AGREE ON THE LEVEL OF SCHEDULED FREQUENCIES WHEN WIDE-BODIED AIRCRAFT HAD BEEN LIMITED OFFICIAL USE

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INTRODUCED INTO PAST DISCUSSIONS. STILL, HE SUGGESTED, THAT THE USG MIGHT SUBMIT VIA NOTE A DRAFT FOR SOVIET REVIEW AND PERHAPS AVOID CONVENING UNNECESSARY NEGOTIATIONS. HE AGREED THAT LONGER-TERM ARRANGEMENTS MIGHT BE DISCUSSED LATER THIS YEAR. STYLES AGREED TO WORK ON A DRAFT AND SAID THAT ASSUMING OTHERS IN USG AGREED HE WOULD TRY TO HAVE IT READY BEFORE SAMORUKOV RETURNS MOSCOW ON JAN 30 FOR CONSULTATIONS.

4. COMMENT. DEPARTMENT BELIEVES IT WILL BE EXTREMELY DIFFICULT FOR PAN AM TO GAIN APPROVAL FOR SUMMER CHARTER PROGRAM (90 CHARTERS; 5 MILLION DOLS IN REVENUES) IF SOVIETS ARE NOT ALLOWED TO EXPAND THEIR FREQUENCY LEVELS. PAN AM CHARTERS ARE ROUGHLY EQUIVALENT TO TWO ADDITIONAL FREQUENCIES SO SENSE OF "OVERALL BALANCE" IN CIVIL AVIATION RELATIONSHIP WILL BE MAINTAINED. UNDER ARRANGEMENT PAN AM AND AEROFLOT HAVE BEEN DISCUSSING, USG WOULD LOSE SOME LEVERAGE FOR LONGER-TERM NEGOTIATIONS BY PERMITTING AEROFLOT FREQUENCY INCREASE BUT INCLUSION OF WIDE-BODIED AIRCRAFT SEEMS JUST COMPENSATION. MEMORANDUM OF UNDERSTANDING WILL COVER CHARTER PROGRAMS WHICH HAVE BEEN DEFINED AND ALLOW OTHER US CARRIERS TO SUBMIT PROGRAMS

IF THEY WISH. SHOULD SOVIETS INTERFERE WITH US CHARTERS
WE CAN ALWAYS REITIERATE OUR READINESS TO ELIMINATE
AEROFLOT SERVICE TO WASHINGTON. END COMMENT.

5. DEPARTMENT WELCOMES EMBASSY COMMENTS ON OUTLINED
STRATEGY AND ANY SUGGESTIONS IT MAY HAVE FOR PROPOSED
DRAFT AGREEMENT. CHRISTOPHER

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